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Country programme outline for Guinea-Bissau (2003-2007)*

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* The collection and analysis of the current data needed to submit updated information to the Executive Board delayed the submission of this document.

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I. Situation analysis

1. The present country programme has been prepared in close cooperation with the Government and the organizations of the United Nations system represented in Guinea-Bissau. It is the logical culmination of the process which began almost a year ago for the preparation of the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). A Steering and Monitoring Committee, a technical committee and thematic groups served as a permanent coordinating framework involving the Government, organizations of the United Nations system, civil society and development partners. Such coordination was nurtured and enriched by the strategic documents prepared by the Government, such as the interim poverty reduction strategy paper (I-PRSP), the national programme on governance, the results of the long-term forward-looking studies known as *Djitu Ten*, which for the Government signifies "will is power", the national programme for the development of the health sector and the policy paper on agricultural development.

2. The situation in Guinea-Bissau remains profoundly marked by the devastating effects of the political and military conflict which broke out on 7 June 1998. The efforts made by the international community to renew the dialogue between political and military actors led to the restoration of peace and the organization of free, transparent and democratic legislative and presidential elections in November 1999 and January 2000. Nevertheless, the exercise of democracy is being impeded by all manner of difficulties, particularly in the functioning of democratic institutions and adherence to the principle of separation of powers.

3. The institutional weakness of the new Parliament and the low representation of women (7.8 per cent of deputies) do not allow this institution to play its role fully or support the revitalization of political, economic and social life. The judiciary lacks sufficient numbers of qualified personnel (1 magistrate for every 20,000 inhabitants), and there are considerable delays in the handing down of judgements due to lack of infrastructure, the judiciary's heavy concentration in the capital city, the absence of specialized courts, for example, family courts, and the inappropriateness of its juridical instruments. The judicial system is not accessible to the majority of the population, particularly rural and poor people and, above all, women victims of domestic violence.

4. The exercise of power remains heavily centralized in the capital, Bissau. Although they are administratively defined, the regions lack autonomy and clear powers in the area of participatory management and delegation of responsibility to local authorities. Regional governors are appointed by the central Government and there are no female regional governors. The public sector does not have the capacity to respond to requests from users; it is disorganized and lacks both the means to function properly and qualified, motivated staff. The nascent civil society needs structural and organizational support, as do associations of women, young people, farmers, producers and economic operators. There is a private press but it is operating under very difficult conditions.

5. The transition period in place since February 2000 has been a time of political uncertainty (three Prime Ministers in 22 months, several reshuffles and two attempted coups d'état) which has imposed severe constraints on the implementation of reform programmes aimed at reconstruction and economic recovery. The Government has been unable to discharge its obligations under the Constitution.

6. The programmes established by the Bretton Woods institutions have not achieved the desired results owing to, among other factors, inadequate oversight of budgetary expenditures and revenues. The gross domestic product (GDP) growth rate for 2001, estimated at 4 per cent, represents a 50 per cent decline by comparison with previous years. This decline is basically attributable to difficulties in the following areas: (a) recovery of the agricultural sector, which generates over 60 per cent of GDP but is disorganized because of population movements and the effects of mines and explosive devices; and (b) recovery of the private sector, which was devastated by the destruction of the industrial zone during the war. The immediate consequences of this situation were an increase in unemployment, the erosion of purchasing power and increased crime and delinquency.

7. As analysed in the CCA, these deficiencies in the political, economic and institutional areas have had serious consequences for Guinea-Bissau's human development indicators, which were already among the lowest in the world. Forty per cent of the population live in a state of overall poverty, and extreme poverty

is widespread (26 per cent), particularly among women and children. The failing education system has affected the gross enrolment rate at the primary level, which is only 35 per cent, and there is a very high drop-out rate among girls. Inadequate health coverage, lack of access to health services and poorly trained health personnel have an impact on life expectancy at birth (45 years) and on infant mortality, which is estimated at 128 per 1,000 live births. This has caused a resurgence of the main endemic diseases and has contributed to the spread of HIV/AIDS among young people, particularly women. Difficulties with restoring the electricity and water infrastructures have aggravated the electricity shortage and a mere 13 per cent of the population in the capital city are connected to a drinking water supply, only 5 per cent use public water fountains and 80 per cent use water from traditional wells.

8. The Government has set the following four "Rs" as priorities in its programmes: (a) national reconciliation; (b) rehabilitation of infrastructure; (c) reconstruction and (d) relaunching of the economy. It has begun preparing a poverty reduction strategy paper, and the I-PRSP provided the basis for a decision in favour of relief under the Heavily Indebted Poor Countries Initiative (HIPC) in December 2000. The final document is expected during the second half of 2002. The Government is also formulating a national governance programme for poverty reduction. Approval of this programme is expected during the second quarter of 2002.

II. Lessons learned from past cooperation

9. The country cooperation framework for 1998-2002, which is drawing to an end went into effect in January 1998. Only a few months later, on 7 June 1998, war broke out, placing its implementation in jeopardy. The new situation created by the war required that UNDP action be redirected to take account of new difficulties: the need to support efforts to bring about a return to normal constitutional life; the absence of an administration capable of managing the economy; frequent changes of government and senior officials and thus of interlocutors; loss of the Government's institutional memory; the fact that the capital city was heavily mined; and the fact that the absence of budgetary resources with which to pay civil servants and make the minimum expenditures required to keep the administration functioning caused a loss of motivation among government workers.

10. It was therefore necessary to adapt projects to the needs of the new context, which were initially: (a) support for the electoral process, in cooperation with other donors; (b) assistance to the transitional Government of national union in reactivating the administration and the economy; and (c) support for the holding of an emergency round table in Geneva on 3 and 4 May 1999. The international community's reaction to Guinea-Bissau's funding needs was very positive. However, the hopes it aroused did not materialize because war broke out again on 7 May 1999, casting everything into doubt. The ensuing political uncertainty also did nothing to reassure the international community. Nonetheless, the process of organizing a round table may serve as a framework for coordination and for an interesting and useful exchange of views in a similar context.

11. Support for mine-clearing activities helped mobilize and raise the awareness of all strata and shades of opinion of the population (including the army) concerning the danger of landmines. The coordination structure put in place was also a dynamic instrument for mobilizing external resources.

12. At the operational level, programme execution modalities had to be adapted to take account of the new post-conflict situation and of security phase III. This enabled the direct execution modality used by UNDP to be tested successfully, to the satisfaction of the Government and of the donors that supported the electoral process. Since national execution capacities had been seriously affected, steps were taken to offset shortfalls by involving the United Nations specialized agencies as cooperating organizations while continuing to give responsibility to the national counterpart.

III. Proposed programme

Link with the United Nations Development Assistance Framework

13. The goals of the cooperation programme remain consistent with the strategic and priority guidelines set by the Government, which emphasize the cross-cutting themes of good governance and poverty reduction. These themes are also key areas for action by the United Nations system, as reflected in the United

Nations Development Assistance Framework (UNDAF). The latter will be put into effect focusing on two coordinated areas: good governance and poverty reduction.

Programme objective

14. UNDP assistance is aimed at supporting the Government in the formulation and implementation of the national governance programme and of activities which will help to create the conditions for an environment conducive to transparency and the rule of law. UNDP activities will basically involve the following: (a) promotion of national ownership and management of the development process, inter alia, by building a capacity for strategic reflection and forward-looking analysis; (b) building of the capacity of the legislative and judicial branches; (c) promotion of participatory local governance and strengthening of local communities and institutions; (d) promotion of a public sector which is capable of managing the economy, by rationalizing manpower, drawing up manning tables and rationalizing the management of public finances; (e) strengthening of social cohesion through civic education, a culture of peace and knowledge of and respect for the law; (f) support for the formulation and implementation of national decentralization policy. UNDP assistance will focus on good governance and poverty reduction.

Expected results

15. The proposed country programme will provide Guinea-Bissau with: (a) the capacity to design, formulate and implement development policies, strategies and programmes; (b) high-performing, effective, sovereign government institutions; (c) a participatory local development structure through decentralization; (d) a population which is more aware and better organized and participates in national decision-making and development activities; (e) a better organized female population which is more involved in economic and political life; and (f) appropriate mobilization and allocation of resources for development priorities.

Cooperation strategies

16. Given the highly strategic and sensitive nature of the focus area of UNDP cooperation and the interest shown in this area by other donors, a partnership strategy will be developed in each sub-area or component of the programme in order to ensure that UNDP assistance is used as a catalyst for awareness-raising and for the development of strategic tools and planning and programming instruments for the mobilization of partners and resources. Currently, partners such as France, Italy, the Netherlands, Portugal, the Russian Federation, the European Union, the African Development Bank and the World Bank have shown an interest in assisting Guinea-Bissau with capacity-building, good governance, particularly decentralization, and poverty reduction.

IV. Management, follow-up and evaluation of the programme

Follow-up and evaluation

17. Within the context of the new provisions on the strategic results framework, the follow-up and evaluation mechanisms known as "clusters", which are useful for establishing a results-based management culture, will be renewed. In addition to these clusters, the follow-up and evaluation mechanisms for the programme and the cooperation between Guinea-Bissau and UNDP during the country programme are as follows:

(a) A joint UNDP/Ministry of Cooperation committee, which will meet quarterly to review the progress of the various programmes;

(b) The annual technical reviews to ensure the proper technical execution of programmes;

(c) The mid-term review of the programme to jointly consider all aspects related to the implementation of the country programme between UNDP and Guinea-Bissau;

(d) Recommendations which will help correct weaknesses and improve performance as the programme is being implemented.

Execution and implementation

18. Despite the lack of capacities at the national level, national execution will be given preference in the implementation of the programme. Genuine involvement of the specialized agencies of the United Nations system will be sought and the local UNDP office could serve as the disbursement agency for some activities. UNDP will also take steps to build the

Government's capacities to better understand the modalities of national execution.

Resource mobilization

19. As Guinea-Bissau is a member of a round table, this mechanism above all will be used for the mobilization of resources. The contacts currently under way with diplomatic missions will be expanded as soon as the documents on good governance and poverty reduction become available. Since the country is facing enormous difficulties, including the tarnishing of its image, the Government is conducting a diplomatic offensive, in cooperation with the United Nations system, to restore its image, in order to awaken the interest of potential partners.

Recruitment of human resources for the country office

20. The reprofiling exercise has helped to identify the office's human resource needs. Particular emphasis has been placed on the need to raise the level of professional qualification by recruiting new staff against core posts and extrabudgetary resources and by providing training to improve the performance of the country office. Young Junior Professional Officers are also being sought for this purpose.

Annex

Table of results and resources for Guinea-Bissau (2003-2007)

Objective: Governance

Strategic area supported	*Expected results*	*Indicator of achievement*	*Effects, including key indicators, according to need*	*Resources by strategic area/ effect or programme area (in United States dollars)*
Promote national ownership of the development process.	Increased use by decision makers of the concepts of sustainable human development (SHD) in policy formulation and implementation. Public debate on SHD.	Government policies and statements take global concerns on SHD into account. All media — radio, television, press, etc. — discuss SHD themes and concepts and report on the progress achieved.	National report on SHD disseminated annually. Regular discussions on SHD. Interviews, publications, talk shows, documentaries. Policy documents on the environment and mines. Functioning network of journalists on SHD.	*Regular*: 967,000 *Other*: Netherlands TF: 500,000 GEF: 220,000
Build the capacities of the legislative and judicial branches.	Increased effectiveness of Parliament in its legislative functions and in monitoring the executive branch. Increased representativeness of Parliament. Existence of an independent, effective and transparent justice system.	Establishment of functioning public accounting commissions which report to Parliament. Increased proportion of women parliamentarians. Level of public confidence in the judiciary surveyed. Actual observance of the separation of legislative, judicial and executive powers.	Strengthened institutional capacity of the revenue court. Greater awareness among parliamentarians of their role in monitoring the executive branch. Specialized parliamentary committees submit relevant reports on the matters referred to them. Institute for Women and Children active on the political scene and its opinions respected.	*Regular*: 1,934,000 *Other*: Third-party cost-sharing: 1,440,000

Strategic area supported	*Expected results*	*Indicator of achievement*	*Effects, including key indicators, according to need*	*Resources by strategic area/ effect or programme area (in United States dollars)*
			Forums and debates on gender awareness.	
Promote participatory local governance.	Programmes to raise the public's awareness of its civic rights and duties developed and implemented through seminars, workshops and forums.	Regular, institutionalized consultations between local governments and civil society on economic and social policies and programmes.	Process of ongoing coordination between civil society and local authorities in place.	*Regular*: 2,225,000 *Other*: GEF: 780,000 UNV: 200,000
	Planning, programming and budgeting process effectively, and in a participatory manner, incorporates the perspectives and needs of local communities.	Local communities take over local development plans and ensure their implementation.	Local development plans and budget available and used in the local development process.	
	Financial and human resources allocated to support decentralization in rural and urban areas.	Percentage of total resources allocated and managed at the local level.	Decentralized management of resources adopted.	
	Increased participation of women in decision-making processes at the local level.	Legislative framework in place for giving local authorities responsibility for public health services.	Study on the capacities and opportunities for managing decentralized technical services.	
		Percentage of women occupying leadership positions in local authorities.	Legal instruments which ensure women's participation in the planning and management of public services.	
			Strengthened coordinating structures for women at the local level.	

Strategic area supported	*Expected results*	*Indicator of achievement*	*Effects, including key indicators, according to need*	*Resources by strategic area/ effect or programme area (in United States dollars)*
			Assistance framework for women and development updated.	
Promote an effective and efficient public sector.	Efficient, effective, responsible and transparent public services.	Average time required to obtain commercial or patent registration.	Reform of the civil service adopted and applied.	*Regular*: 2,610,000
	Improved efficiency and equity in the provision of public services.	Percentage of wages and other allowances in recurrent expenditures.		
	Monitoring of funds and budgets managed by the Government.	Independent, regular financial audits of governmental and parastatal institutions.		
	Planning and budgeting processes at the national level reformed to ensure increased participation of civil society.	Drafting of the State budget is guided by the principles of transparency.		
		The country has national professionals trained in programming and budgeting.		
Strengthen social cohesion.	An enabling environment which takes into account and observes the Universal Declaration of Human Rights and other international and regional instruments.	Existence and functioning of a framework of ongoing dialogue between the public and private sectors and civil society.	Awareness-raising and civic education programmes developed and implemented.	*Regular*: 967,000
		Peace and social stability.	Legal texts/conventions/ instruments on human rights translated into local languages and distributed.	*Other*: Third-party cost-sharing: 4,060,000
			Public awareness raised as regards the culture of peace.	

Strategic area supported	*Expected results*	*Indicator of achievement*	*Effects, including key indicators, according to need*	*Resources by strategic area/ effect or programme area (in United States dollars)*
			A national capacity exists for the organization of free and transparent elections.	
Build resource-mobilization capacities.	**Match between external resources mobilized and national priorities and plans.**	**Regular publication of reports on resource management.**	**Public investment programmes and strategy documents prepared by the Government.**	***Regular*: $967,000.**